DOCUMENT RESUME

ED 314 143 JC 900 076

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TITLE Mechanisms of Service-Delivery Systems of Adult Education in Non-University Institutions in Canada.
INSTITUTION New Brunswick Dept. of Advanced Education and Training, Fredericton.
PUB DATE 89
NOTE 26p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Adult Education; Adult Programs; Adult Students; Community Colleges; Cooperative Programs; *Delivery Systems; *Distance Education; Educational Media; *Educational Trends; Foreign Countries; National Surveys; *Nonschool Educational Programs; Outreach Programs; Summer Programs; Two Year Colleges
IDENTIFIERS *Canada

ABSTRACT

A study was conducted to identify and describe the different mechanisms of adult education services provided by non-university institutions in Canada. Specifically, the study sought to determine which institutions were involved in adult education, which service-delivery modes were most widely used, current trends, and which institutions and agencies have particular expertise in the field. Drawing from surveys, statistical reports, and other materials published between 1985 and 1989, the study found that: (1) in 1985, 47% of all courses taken by adult education participants were offered by non-educational institutions; (2) the primary providers of adult education were volunteer organizations, school boards, private schools, and employers; (3) the most widely used service-delivery modes were full- and part-time programs, summer programs, distance education, and cooperative education; (4) full-time programs were generally offered in primary and secondary schools and in community or private colleges; (5) in 1985-86, 166,330 adult students were enrolled in regular part-time programs in community colleges across Canada; (6) the following year, 2,279 adults were enrolled full time in community college upgrading or self-improvement programs; (7) 90% of the distance education programs in Canada are correspondence courses, enrolling approximately 650,000 students; and (8) other frequently used methods of distance education are radio, television, and telephone, though distance is also offered via computer, satellite, cable, video conferences, fiber-optics, and electronic courier. Current trends in adult education include cooperative interprovincial agreements, ongoing needs assessment, services to the disabled, personalized teaching and evaluation, and community-based services. (WJT)

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ED314143

MECHANISMS OF SERVICE-DELIVERY SYSTEMS OF ADULT EDUCATION IN NON-UNIVERSITY INSTITUTIONS IN CANADA

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IC900076

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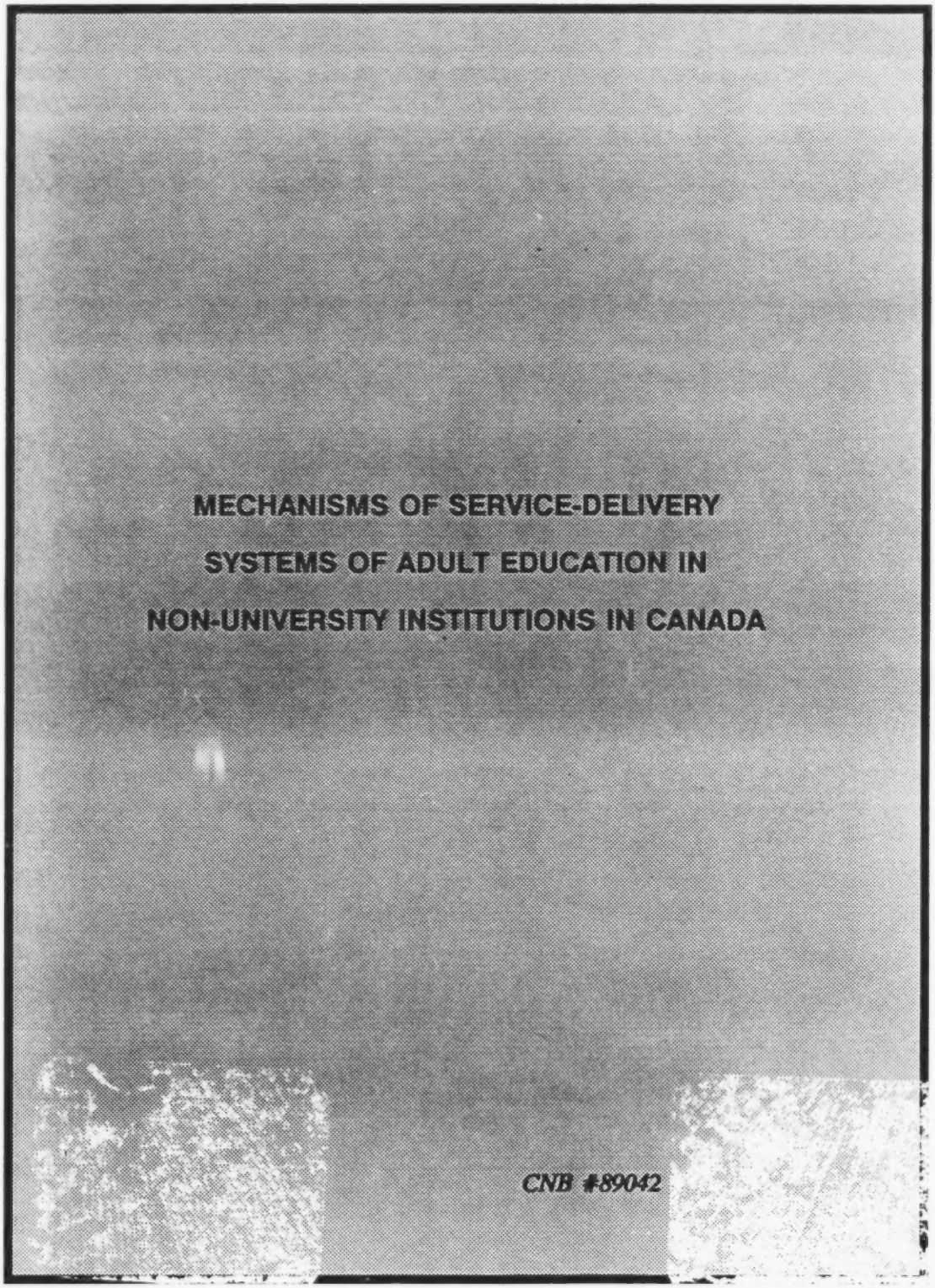
MECHANISMS OF SERVICE-DELIVERY
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NON-UNIVERSITY INSTITUTIONS IN CANADA
CNB #89042

FOREWARD

As the demand for adult education multiplies and diversifies, it becomes increasingly important for providers of adult education services to ensure that their delivery mechanisms are adapted to meet the numerous and various needs of adult learners.

To help providers of adult education services appreciate the extent to which their delivery mechanisms respond to the needs of adults, it is useful to have some knowledge of delivery modes used elsewhere in Canada. The present paper is designed to serve this purpose.

The study identifies and describes the many delivery mechanisms of adult education services in non-university institutions in Canada. It clearly reveals the tremendous scope and variety of current delivery modes.

Planning Services acknowledges the work of the principal investigator, Dr. Kabule W. Weva, of Educational Consultant Ltd., who accepted the challenge of preparing a summary report on such a broad and complex subject.

Janet Higgins
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INTRODUCTION

The concept of "the adult education" varies with time and place. In relation to this study we agree with Paquet (1985) who defines adult education as a set of educational activities given to adults by teaching institutions as well as those given by other suppliers of educational services (businesses, professional associations, volunteer organizations, etc.) An adult is considered to be any person above the age for compulsory education, and who has at some stage interrupted his education for at least a year in order to fulfil on a full-time basis a role other than that of a student.

Furthermore, a mechanism is generally a group of structures which assures a function. Therefore, we can define the "mechanism of delivery systems of adult education services" as a group of different educational and administrative means, methods or systems aimed at the distribution or provision of training activities to adult learners.

Throughout this decade, more and more adults are taking advantage of the training offered within the context of adult education. It can be anticipated that the demand for these services will increase significantly in view of the role played by this type of education in relation to for example, job shortage, job sharing, the computerization of society, all of which are bringing about the necessity for certain adults to change their professional orientation in the search for a better quality of life.

Therefore, the aim of this project is to inventory and describe the different mechanisms of delivery systems of adult education services in non-university institutions in Canada. The specific goal is to respond to the following questions:

- What are the non-university institutions involved in adult education?
- What are the most widely used service-delivery modes?
- What are the current tendencies?
- What are the centres of expertise?

In order to answer these questions, this report is divided into the following five sections: involved non-university institutions, service-delivery modes, new tendencies, centres of expertise and finally, a conclusion.

INVOLVED NON-UNIVERSITY INSTITUTIONS

In every province, adult education is the responsibility of the Departments of Education and Advanced Education (if there is one). In British-Columbia, Ontario and Quebec, other departments are also involved in this endeavour.

Apart from the universities, adult education courses are offered by a range of institutions among which one finds community colleges and related institutions, elementary and secondary school boards and the non-school sector (the employers, churches, volunteer organizations such as the YM/YWCA or the Red Cross, community centres, unions, libraries, hospitals, and prisons). All of these institutions are involved to differing degrees in the education of adult learners.

In a survey by Statistics Canada in 1985 on adult education in Canada, 53% of all courses taken by the participants were offered by educational institutions and the remaining 47% were given by non-educational institutions.

The percentage of courses offered by each of these institutions varies from one province to another. For example, in 1985, the proportion of courses given by employers was higher in Newfoundland (28%) than in Quebec (14%). The responsibility of colleges in this area depends on the development of the collegiate system in each province and on the importance attached to adult education. In 1985, the colleges in Saskatchewan (26%) and British Columbia (25%) were more involved in adult education than in other provinces. In the Maritimes only the colleges in P.E.I. (19%) and New Brunswick were above the national average (16%). Volunteer organizations in P.E.I. (32%) and Quebec (20%) were much more involved in adult education than in any of the other provinces. In Quebec, the involvement of volunteer organizations is due to the initiative of the Movement for popular education and community action of Quebec. (Mouvement d'éducation populaire et d'action communautaire du Québec).

According to the available information, the responsibility of school boards varies enormously among the provinces. Compared to other provinces, the School Boards of Nova Scotia provide the greatest source of adult education among all the involved institutions. In New Brunswick, the percentage of courses offered (6%) by the school boards, in 1985, was below the national average (14%). In relation to the national average (13%), private schools were more involved in New Brunswick (16%) and Quebec (19%) than in other provinces. The participation of universities in adult education in 1983 varied between 19% in Newfoundland and 7% in British Columbia, the

national average being 12%. Only in the provinces of Newfoundland, Nova Scotia, Quebec and Manitoba did university participation surpass the national average.

In each province, the involvement of professional associations and unions was relatively the same, being less than 9%. These results corroborate those obtained by the survey done for this study.

The institutions which provide adult education are classified in the following table in descending order of importance, in relation to each group of adults, according to their level of instruction.

TABLE 1

0-8 Years of Education	High School	Post-Secondary Education
1. Vol. Org.	1. Vol. Org.	1. Colleges
2. School Boards	2. Employers	2. Employers
3. Private Schools	3. Colleges	3. Universities
4. Employers	4. School Boards	4. Private Schools
5. Colleges	5. Private Schools	5. Vol. Org.
6. Prof. Ass.	6. Prof. Ass.	6. School Boards
7. Universities	7. Universities	7. Prof. Ass.

Source: Statistics Canada 1985

According to the above table, in general, it is the volunteer organizations, school boards, private schools and employers who are most involved in the education of disadvantaged adults.

SERVICE-DELIVERY MODES

In Canada, adult education, in the larger sense, is generally provided to one or more learners, at home, in schools, public or private colleges, and in related existing institution. However, the choice is largely based on the institution which provide adequate instruction for the particular course in question. Each institution involved has education programs and service delivery modes conceived to respond to the more or less precise needs of different groups of adults who for reasons of distance or health or because of family, financial or professional obligations (or due to a lack of information) would not have been able to benefit from adult education.

The following are the different service-delivery modes of adult education used to a greater or lesser extent across Canada.

FULL TIME PROGRAM

Theoretically, there is no reason that all the courses given in the regular system called full-time could not also be offered to adults in the same educational institutions. But the establishing of quotas for many programs makes a large proportion of courses inaccessible to the adult population. Where the possibilities exist, education programs are organized with a certain flexibility of time tables, in relation to starting and finishing dates for scheduled courses. A variety of credit and non-credit courses are offered. Nevertheless, it is among the non-credit courses and activities that one finds a large display of initiative adapted specifically to the adult learners.

Full time programs are generally offered in primary and secondary schools, community or private colleges and related existing institutions in the communities to be served. There exists, for example, in nearly all community colleges, an adult information service for full and part time students. According to Statistics Canada (1989), in 1985-86, 166,300 adult students were enroled in regular part time programs in community colleges across Canada. In 1986-87, 1470 and 809 adults were enroled respectively in full time programs of upgrading and self-improvement in the community colleges of New Brunswick (Department of Advanced Education and Training, NB, 1988).

Five Ontario community colleges have developed a program entitled "Training the Handicapped Student in Transition" which assists the disabled student to enter or return to the workforce, or to pursue further education in an integrated environment. In a similar vein, Alberta has established a system of ten college-based Transitional/Vocational Training programs for mildly mentally handicapped adults who can benefit from a one to a two year Vocational program prior to making the transition to employment or more advanced training. The CMEC-CERI "Handicapped Adolescent" project is a specific example of such a program.

The services offered to assist immigrants to settle in, consist of full-time language programs which last from 20 to 26 weeks. In Manitoba, the Adult Language Training Unit was established as a joint enterprise of Red River Community College, Winnipeg School Division No. 1 and Immigrant Access Service. This Unit has been involved in the development of a number of innovative programs, such as the English at Home Program which provides English as a second language outreach to shift workers, the housebound and seniors, who might not otherwise be able to attend regular classes. Under the Vocational Training Program, Alberta funded, throughout the province, 50 full-time basic language programs, followed by specific training in the area of the student's occupation.

PART-TIME PROGRAMS

Regular and evening part-time courses make up the part-time program. Evening courses are the most widely used because they provide an opportunity to the greatest number of adults who are unable to attend daytime classes because of work and/or family obligations.

In New Brunswick, 7,566 male adult students and 14,002 female adult students were enroled in part-time programs in community colleges in 1986-87. Moreover, the enrolment in evening courses in these colleges has risen by 7% since 1982-83, while the enrolment in correspondence courses have remained relatively stable during the same period. The increase in the number of people following these evening courses is attributable to the increase in female enrolment. Women represent 65% of the enrolment in evening courses in these colleges (Department of Advanced Education and Training, NB, 1988). The large majority of the student population of the "Open Learning Institute" of British Columbia consists of women and part-time adult students. Taking into account the fact that most courses demand more than six hours of instruction weekly, it is estimated that only 55% of

the students complete the programs in which they enrol.

In his final report entitled "An environmental scan - recognizing the signals", the Department of Advanced Education and Training of New Brunswick (1988) stated that "because of the number of graduates of secondary education being produced each year, only the part-time programs of the Community Colleges will increase". Therefore, the New Brunswick community colleges should develop courses and service delivery modes able to attract more adult learners to this type of program.

Like the day programs, night courses are generally offered in existing public or private schools. Some programs intended for certain special adult groups can be given in institutions other than school buildings. For example, programs such as those for teenage mothers, prisoners, seniors or immigrants are usually held in community centres, penitentiaries, hospitals, etc.

In prison, a certain number of prisoners take training within the institution and by correspondence. School boards in certain provinces and community colleges (for example in New Brunswick) and universities in other provinces (as in Quebec) take care of the pedagogical aspect of these programs.

In certain provinces, the school boards offer part-time adult education courses during the day within the framework of, for example, adult basic literacy (this is the case in Ontario for the program English Second Language/French Second Language). Part-time day courses vary between two to four hours of classes per week. These courses are often held in elementary and secondary schools, community colleges, community centres, libraries, hospitals, prisons, homes for the elderly, the YM-YWCA, etc.

SUMMER PROGRAMS

In each province, adults can also pursue further training within the framework of summer courses. These courses are scheduled so as to permit the enrolment of, for example, professionals who want to maintain, improve or upgrade their knowledge (or to other adults who require a short-term orientation course prior to enrolment in a regular credit program). In general, there is a tendency to offer training programs, all year round (with multiple starting and ending dates) that take into consideration the needs and availability of various adult groups.

DISTANCE EDUCATION

Distance education has developed in conjunction with new communication technologies. In addition to correspondence courses, an ensemble of methods of support technologies has arisen to enrich this mode of teaching. According to the results of a study under-taken throughout the provinces, these methods are numerous and varied: computer, television, satellite, cable, radio, video conferences, fibre-optics, electronic courier, broadcasts, telephone and

cassettes are some of the most important of these methods.

Referring to Garrison, Anderson (1989) states that 90% of the programs of distance education in Canada are correspondence courses. In the last few years, correspondence materials have been enriched with the arrival of audio-visual materials (video cassettes, audio cassettes, computer-assisted teaching, etc.) in many institutions. Today there are approximately 650,000 students taking correspondence courses in Canada. For example, 40% of the students enroled at the Saskatchewan Education Correspondence School in 1984/85 were adults. In New Brunswick, 1,153 adults were enroled in correspondence courses in 1982/83 in Community Colleges and in 1986/87 the numbers increased to 1,406.

It appears that radio, telephone and television are the most frequently used distance education teaching methods. For example, Radio-Québec , TV Ontario, Access Alberta, and the Knowledge Network play an important role in Canadian broadcasting, with their various educational, cultural and regional various programs. Through the use of a satellite-cable link, the ACCESS Network, a part of the Alberta Educational Communications Corporation, offers varied training programs, serving 85% of their provincial population. A special
agreement exists between ASN and certain teaching institutions in the Atlantic provinces by which some 20 to 24 hours a week are reserved for educational programs in this region. The radio station of Ryerson College of Toronto, CJRT-FM, is generally known as the best educational radio network in Canada. Called "Open College" it offers collegiate and university radio courses.

In order to add an interactive dimension to distance education of the type found in the classroom, many institutions are using teleconference or audio-conference. For example, North Island College (NIC) in British Columbia is a distance education college adopting the delivery of educational programs by means of one or more of a variety of media such as computer assisted teaching, televised teaching, teleconference teaching etc.. The Open Learning Institute of British Columbia offers more than 175 courses by distance education of which twelve use televised teaching. Sheridan College in Ontario is very involved with teaching by satellite. In Saskatchewan, programs offered by institutes, colleges, and universities are broadcast by satellite throughout the province. All of the programs offered by the Prince Albert Northern Institute of Technology of Saskatchewan are developed to take into account the level of each student and to permit each to work at his own rate following a computer directed method of learning.

In general, it seems that distance education in non-university institutions is not as well developed as in the universities. Two reasons for this difference are the more restricted geographical areas served by the former, and the inherent difficulties of using distance education for the teaching of college courses which are generally of a more practical nature than university courses.

In most provinces, courses for adults at the elementary and secondary level are usually offered by correspondence. Among the innovative projects in this areas are, the "Small School Project" of the Alberta Correspondence School and the "Independent Learning Centres Pilot Project" of Ontario. The courses offered provide literacy training or high school completion programs.

Private enterprises are becoming more and more involved in the training of their employees. Companies such as IBM, Sears and Domino's Pizza have developed extensive satellite training methods. A certain number of provincial hospital associations have also developed systems of in-service training courses by teleconference. Some examples are the Alberta Hospital Association, Saskatchewan Telehealth Consortium, Telemedicine for Ontario, and the New Brunswick Hospital Association.

Within the framework of distance education, many learning institutions also use the tutoring system as one of the training methods for their off campus students. The tutorial adapts itself to the timetable and the availability of both student and teacher. In certain provinces, tutoring programs are generally given by groups of volunteers, although certain school boards and colleges also use this method: for example, the North Island College (NIC) in British Columbia is decentralized college of which the large majority of programs are offered by tutorial in various satellite centres. The Open Learning Institute (British Columbia) has 235 tutors among their teaching staff. The Further Education Council Network of Alberta and the Community College network of Saskatchewan support many literacy projects where the students are supervised by volunteers.

Cooperative Education

This type of education is offered by a network of members and groups with varied interests sharing a common concern for adult training. The cooperative education network in certain provinces (such as Ontario and Saskatchewan) provides:

- the marketing strategy which informs the adult population of the availability of new programs offered in their respective areas;
- the publication and promotion of adult training programs through brochures, shopping centres and posters;
- the organization of guidance which enables learners to select appropriate institutions, according to their needs;
- the provision of equipment and learning materials for training.

In conclusion, new techniques of service-delivery modes in adult education have found expression as previously mentioned in the extensive recent developments of distance education in recent years. The use of computers

and telecommunication systems play an important role in this process. For example, Albertans may now upgrade their academic standing to the equivalent of high school completion. Originally offered via traditional print-based correspondence style courses, the program has been adapted for on-the-job delivery with testing and instructional management support by computer.

CURRENT TRENDS

Certain trends are displayed in the expansion of innovative program delivery techniques presently being undertaken by the majority of the provinces and their institutions of learning, in order to improve the services offered in adult education.

Limited financial resources and the relatively sparse population to be serviced in certain regions, have prompted the development of some cooperative interprovincial arrangements. For example, an agreement between the Western Provinces and the two Territories allows resource, course and experience sharing between the two. A similar agreement exists between New Brunswick, Nova Scotia, and Prince Edward Island. In the same manner, cooperative agreements between the Maritime Provinces and the Prairie regions allow French minority groups to have access, in their own language, to a wider range of learning programs than an individual province would be in a position to offer.

The provinces are well aware of the importance of on-going evaluation of the learning needs of adults. Mechanisms (for example, the financing of research projects) have been established to ensure that these needs are identified and communicated to the appropriate authority. The province of Quebec is currently financing two pilot projects involving orientation and support services for handicapped students at the Ste-Foy and Vieux Montreal colleges. The results of these endeavours will be of assistance in identifying services to be introduced in other provincial institutions.

In some provinces, an administrative unit responsible for particular groups within the population has been established in government departments and ministries. Taking into consideration the extent of distance education, there is a tendency in certain provinces to create a council for distance education services within the department of Education. This council serves to advise the Minister on questions relating to new technologies and distance education programs.

Certain provincial governments, such as those of Saskatchewan and Ontario, plan to give to community colleges the power to offer university courses by means of distance education. Ryerson College is an example in Ontario.

Adults in certain provinces can participate without cost in full or part-time basic education programs until the completion of grade 12. In Newfoundland, where adult literacy is a matter of high priority and is the object of

preferential government funding, adult basic education programs are available throughout the province. In New Brunswick, the major responsibility for literacy training has been assigned to the network of Community Colleges working in close liaison with voluntary literacy groups. In Saskatchewan, single parent mothers are eligible for special financial aid intended to encourage them to participate in adult education activities. In many community colleges, for example in New Brunswick, there is a certain effort made to assure that all the equipment related to the education of adults is accessible to physically handicapped adult students. The elimination of obstacles inherent to the architecture of buildings is as indicative of the efforts made in this sense.

Ontario, by means of its support services for the hearing impaired, provides students attending the province's post secondary institutions, particularly those enroled on part-time basis, with sign language or oral interpreters, notetakers and amplification devices. In Alberta, designated post-secondary institutions provide special support services to assist students who need interpreters, tutors, note-takers, special equipment, and counselling services.

In order to make the programs and educational services offered efficient, there is a trends towards more personalized teaching and evaluation adapted to the needs and special interests of students. For example, Manitoba's government is financing a study undertaken by the three provincial universities. The objective of the study is to find the means of working together with the Community Colleges in order to make their programs more accessible to various adult groups throughout the province by means of teleconferencing. There is also a new program aimed at offering, in collaboration with school divisions and community groups, programs responding to the needs of people from all walks of life (senior citizens, handicapped adults, adults with a low level of education, women, aboriginals, immigrants, and adults in need of particular retraining). One of the objectives of the Access Network of Alberta is to evaluate the efficiency of teaching materials used for distance education in the different involved institutions. In their policy paper "Preparing for the Year 2000", Saskatchewan government requested the creation of a service consisting of developing the training program to respond to the professional needs of adults.

The community college network and provincial training institutes continue to prove that there are many ways to answer new community needs. There are more and more courses of all varieties aimed at preparing the targeted individuals for integration or reintegration to the marketplace. The community colleges of Ontario, for example, started a variety of training courses related to the employment of women, indigenous peoples, handicapped individuals, and the unemployed. These courses are aimed at the finding of employment.

The development of activities in the realm of distance education on a world wide scale has led to important developments in Canada such as the study project CIFFAD for the "Sommet de la francophonie" and the project "Commonwealth Centre for Distance Learning" for the Commonwealth summit. In these two cases, the network of distance education will give access to important repositories of information concerning adult training. In these two projects, Canada plays a leading role. The objective of these projects is to allow each learner, wherever he or she may be in one of the member countries, to follow any training program available in universities or colleges in the countries involved.

CENTRES OF EXPERTISE

Many centres of expertise in adult education exist throughout Canada. To mention but a few, in Alberta, both the Northern and Southern Institutes of Technology and many of the community colleges offer introductory courses entitled "Women in Trade" or "Women in Non-traditional Occupations", aimed at encouraging women to enter non-traditional fields. The recently created "Atlantic Centre of Support for Disabled Students" in Nova Scotia aims, in collaboration with other education institutions in the region, to assess the needs of students with particular disabilities and to determine the size of the population requiring special attention.

Being conscious of the possibilities offered by modern technology to distance education, most of the provinces and their education institutions continue to participate in the creation and expansion of new techniques of tele-teaching. The "Open Learning Authority", the "Open Learning Institute", and the "Knowledge Network" are some of the centres of expertise in British Columbia which are involved in improving the quality of educational services given to their adult clientele. The "Open Learning Authority" assures the development and implementation of new programs in collaboration with colleges, institutes, and universities in the province.

Centres of the same type also exist in other provinces. The "Access Network" (The Alberta Educational Communications Corporation) is one such system and has as its principal objective to bring formal and informal support to all institutions involved in adult education in Alberta.

The Saskatchewan Tele-learning Association (STELLA) brings together the representatives of universities, colleges, institutes, and other groups to allow them to study and explore the effectiveness and the usefulness of new communication technologies (such as satellites, fibre-optics, and cable).

The primary goal of Lakeland College's Literacy Education and Learning Network (LEARN) in Alberta is to furnish a professional development program to volunteer tutors in seven centres in the north of the province.

The "Canadian Distance Learning Development Centre" created in 1988 by Alberta Government Telephones, Athabasca University and American Telephone and Telegraph aims at the development of modern communication technologies in distance education. CANAL (Corporation pour l'avancement des nouvelles applications des langues ltée.) is an organisation which brings together a consortium of colleges and universities in Quebec. It gives its

members the chance to broadcast educational and cultural programs to the population of Quebec.

In Ontario, the Ross W. MacDonald School for the visually handicapped serves as the coordinating agency for a recently introduced audio and braille textbook and reference transcription service for print-handicapped students. The Newfoundland Council on Deafness was established to facilitate access to training and employment opportunities for the deaf and hearing impaired through the services of sign language interpreters.

CONCLUSION

The goal of this study was to describe the different mechanisms of delivery systems of adult education services in non-university institutions in Canada. The results of this report demonstrate the extent, the nature and the diversity of the mechanisms which have been established to respond to the training needs of adults around the country.

In general, we did notice that training activities in adult education are offered, to differing degrees, by a range of both educational and non-educational institutions. Educational institutions, especially the community colleges, seem to be more involved in adult education.

The adult education courses are generally offered through full-time programs, part-time programs, summer programs, evening courses, distance education, co-operative education, etc. In spite of its advantages, distance education in non-university institutions is not as well developed as it is in the university institutions.

Because of factors such as limited financial resources, the mechanisms of the delivery systems of adult education services seem to be more developed in some provinces than in others.

Non-university institutions, in cooperation with their provincial governments, continue to show some flexibility in meeting the education demand of adults. However, they must continue to identify and to develop appropriate methods to further facilitate access of various groups of adult students to training activities. They have to work actively in implementing and improving educational programs and services that meet the real needs of these adult learners.

As Belanger and Kayembe (1988) note, public information, reception and reference services, and the multiplicity of training sites constitute, in our opinion, the three most important organizational aspects in regards to the accessibility of education to adults.

The two main obstacles in training and employment for women are, according to most researchers, the lack of day care facilities and the lack of transition programs. It is strongly recommended that the child allowances be increased to reflect the true cost of child care for those enroled in adult training programs.

Finally, in improving the mechanisms of delivery systems of adult education services, we will achieve the desired objective of increasing the opportunities for participation by adult students in training programs that meet their needs. In doing so, we will ensure that these individuals are given the opportunity to prepare themselves for full participation in Canadian society.

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